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TOWARD A STRATEGIC PLAN FOR HAYWARD

Pursuing the
Vision of Our
Community
in the '90s
and Beyond

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City of Hayward
November, 1989



Hayward is truly the heart of the Bay—a hometown kind of community at the center of a vital and growing region. We have been able to adapt to change, because the last generation foresaw and planned for it. But now we are on the threshold of a new stage in Hayward's evolution. What will that be? The answer depends on us.

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WHY A STRATEGIC PLAN?

Right now, the citizens of Hayward are in the midst of an ambitious and far-reaching effort that will help determine what kind of community we have in the 21st Century. People from every part of the community are participating in the development of a Strategic Plan that will both create a positive vision of Hayward's future, and establish the

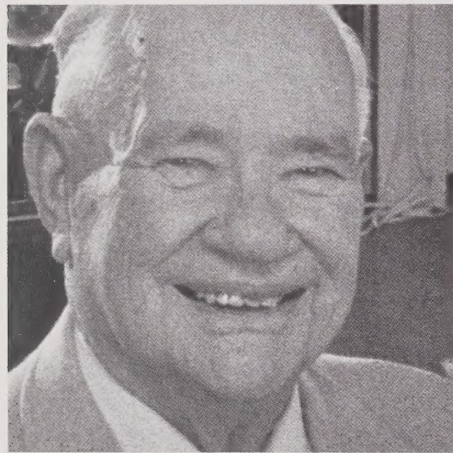
means to achieve it. **A RARE OPPORTUNITY** It's true that all cities, including Hayward, are almost continually planning for the future. By State law, the City

must every five years update its General Plan, which covers everything from land use and traffic to community services.

● But developing a Strategic Plan is a different kind of exercise. It requires that we take time out for a big-picture look at how the community has changed, and how various forces might change it in the future. It gives us the opportunity to take stock of what we are, what we would like to be—and what we must do to get there. And it demands that, instead of a wish list of goals and projects that might or might not be realized, we produce a specific, realistic plan of action complete with timetables and budgets. ● Framing a Strategic Plan is a special, large-scale effort, to be undertaken only once in a great while when the circumstances demand it. In Hayward, that time is now. The October 17th earthquake and its

repercussions have only intensified an already urgent need to rethink the city's needs and priorities. **HAYWARD AT THE CROSSROADS** Over the last forty years, Hayward has been transformed from an agricultural center to a bedroom community to a diverse, multifaceted city. While many of our past goals have been realized and we have adapted well to change, Hayward is at a critical juncture in its evolution. ● Today the community is operating within a framework of facilities and services that was mapped out three to four decades ago. It has served the community well, but it no longer fits the needs or the profile of Hayward. ● Hayward now is a growing urban community with a host of challenges—and a whole spectrum of opportunities—that city leaders couldn't have foreseen back in the '50s. Not so long ago, transportation was one of Hayward's greatest assets; today transportation may be our biggest problem. Once our prosperity depended on the crops grown in the area; now we have a broadly diversified economy and could be well-positioned to attract high-tech, bio-tech, and other emerging industries.

● This city has always attracted people because of its "hometown" feel. Hayward is a place where people have



"We need to look past our immediate concerns to a larger vision for Hayward. City leaders were able to do that forty years ago, and much of what they wanted for this community has come to pass. The question is, what do we want Hayward to be forty years from now?"

John Sandoval
Official Historian
City of Hayward

worked to preserve the community's small-town spirit while maintaining economic momentum and moving with the times.

● But Hayward is also a place where the streets are traversed by 80,000 cars a day, 37 different languages are spoken in the public schools, and more than half of the housing stock is at least three decades old. ● In recent years, city and community leaders have taken many decisive steps to respond to these new demands. Now we need to take a giant leap.





AN INVITATION...This document begins to sketch a "big picture" view of possible directions for Hayward, highlighting the issues that citizen representatives, City staff, and elected leaders of Hayward have targeted as most critical. ● It is both an introduction to the planning effort, and an invitation to take part in charting a course for our community's future. In the months to come, the city's goals, alternatives, and priorities for action will be widely discussed and debated. Ideas will be raised, proposals will be considered, and decisions will be made. The ultimate outcome—a Strategic Plan for Hayward's future—will be the product of consensus among all citizens who have added their voices to the process. Won't you join us?

THE CRAFTING OF A PLAN

◆ *Setting the Stage* - Concerned that an issue-by-issue approach would miss crucial considerations in planning for Hayward's future, the Mayor and City Council met in mid-1988 to discuss their visions for Hayward, and outline broad areas of concern. They concluded that only through a broad-based planning process could a workable, realistic strategic plan be developed for the city.

◆ *Designing the Process* - City leaders then outlined a flexible, evolutionary planning process involving the participation of every segment of the community and its leadership over a two-year period of time.

◆ *Defining the Issues* - Key city staff members, including the City Manager and all department heads, met in March 1989 to identify and detail specific issues, as well as options for action. Throughout the spring, the City Manager also held one-on-one discussions with more than 60 community representatives.

◆ *Gaining Broad Community Input* - A series of 18 Community Roundtables was held in the summer of 1989, at which more than 139 community representatives contributed their views and insights on the issues. Their perspectives were essential in fully defining the issues, and their thinking is reflected throughout these pages.

◆ *Developing Action Plans* - Beginning with the release of this document in November, 1989 is the final stage of the process—the work by citizens, the City Council, and City staff to decide on action alternatives, strategies, and plans addressing each issue.

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THE PAST:

UNDERSTANDING THE CONTEXT

Like California as a whole, Hayward has undergone tremendous change since World War II. Against the backdrop of Hayward's postwar history, our

current situation emerges as the latest in a series of transitions. **FROM FARM TOWN TO SUBURB** At the beginning of the '50s, Hayward had a

population of just over 14,000, and was still primarily an agricultural center.

Canning was by far the biggest industry, and Hayward had more chickens than automobiles. ● But in the '50s and '60s the Bay Area boomed, and Hayward saw its

own population explode as people were drawn by its golden hills, good weather, and

central location. During those two decades, Hayward's population grew by six-and-a-half times—nearly 4,000 people a year, or about one-fourth of the growth in the entire county. ● The influx of families meant a burgeoning new market

for goods and services, and by the late '50s, Hayward had become the retail center for all of Southern Alameda County.

By the late '60s, the dominant look of Hayward's landscape had changed from apricot trees and canneries to subdivi-

sions and shopping centers. The shift from small town to suburb was complete. **PAVING THE WAY** Once the city's

growth potential became clear, Hayward citizens approved and funded a whole array of forward-looking initiatives. In

relatively short order, the city built roads and libraries, acquired an airport, established its own water system, and

created hospital, park, and junior college districts. ● In the 1950s alone, Hayward voters approved almost \$10 million in bonds for new streets, sewers, and water facilities—the equivalent of roughly a \$37 million commitment today. The city

set its sights on an ambitious number of goals, and succeeded in accomplishing most of them. ● If there was one

watershed in this time of upheaval, it was the move, in the late '50s, to create and service an industrial zone setting aside more than 3,000 acres for new factories and warehouses.

This decision soon brought Hayward a diverse list of major new employers, from

Herrick Iron Works to Shasta Beverages. It gave the city a sizeable and stable base of

revenue to fund citywide improvements for decades to come. And it propelled Hayward

toward the next stage in its evolution. **THE BALANCED COMMUNITY** Hayward's

maturation in the 1970s and '80s mirrored a trend happening nationwide. Once tied to

central cities and industrial areas, employers now had telecommunications and the

desire to locate where their work force lived—namely, the suburbs. ● For Hayward,

which already had a strong employment base and a ready supply of industrial sites, this transition was a swift one. The

Hayward area's job base grew from 45,000 to 74,000 in the '80s alone. And while in the 1950s, the local economy pro-

vided only half as many jobs as the city had employed residents, by the '80s Hayward had 15% more jobs than working

citizens. Though its image as a traditional suburb lingers, Hayward today is a diverse center of activity, and the third-

largest job center in the Bay Area outside of Silicon Valley. **WHAT NEXT?** Now Hayward is poised at the start of a new

era—one that demands different goals than we had in the past, but presents similar challenges. But Hayward has

already demonstrated an ability to assess what changes are coming, what they will mean, and how we can best respond.

As our history shows, change doesn't mean that things will necessarily be worse—only that they will be different.



HAYWARD MILESTONES

1944 Citizens pass initiative to create Hayward Area Recreation and Parkway District; Founding of present Hayward Chamber of Commerce

1947 City takes over Hayward Airfield

1949 Establishment of Downtown retail area—"the Strip"

1950 City establishes municipal water system; Opening of main library in Town Plaza

1953 Opening of Hayward section of Highway 17, the first major highway through the city

1958 Citizens pass \$9.5 million bond issue to fund construction of major infrastructure expansion

1960 Hayward's population reaches 72,700; City completes \$1 million sewer plant expansion project

1962 Chabot College opens Hayward campus

1963 Hayward Unified School District formed; Cal State opens current Hayward campus

1964 Ribbon-cutting for Southland Mall

1967 Hayward/San Mateo Bridge reopens after major improvements

1969 New civic center completed

1972 Two BART stations open in Hayward

1977 East Bay Regional Park District acquires Hayward Recreational Shoreline

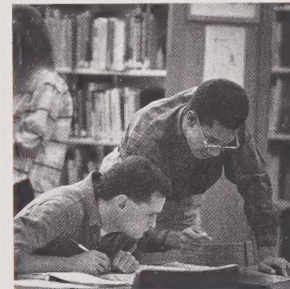
1978 Hunt-Wesson closes first of two Hayward processing plants—a turning point in the city's employment picture

1983 "A" Street widened to four lanes from Montgomery to I-880

1985 Mervyn's moves headquarters (1,100 employees) to old Emporium-Capwell site on Foothill Boulevard--another signpost of economic change

1987 City completes major General Plan revision with input from citizens throughout the community

1989 I-580/Route 238 Interchange completed



"When you think about the things the city has done in the past, you kind of wonder. . . Would we be able to pull them off today? I'd like to believe we can exert the same kind of leadership now."

"This has always been a good community to live in. I don't understand why more people don't recognize it."

"Hayward has gone through so many changes. In some ways, it's completely different than when I moved here, but on the other hand, some of the most important things have stayed the same. To me, it still feels like home."

THE PRESENT:

TAKING STOCK

sound community decisions made in the past, Hayward can tick off a broader range of advantages than most Bay Area communities. Among them:

- **A strong, diverse employment base** providing more jobs than the city has working residents, with opportunities in nearly every salary and skill level. The enterprises located here run the gamut from traditional industries, such as manufacturing, to cutting-edge ventures in high-tech and bio-tech, with a whole spectrum of activities in between.
- **Some of the most affordable housing** in the Bay Area. Hayward's average-priced home is about \$175,000, compared to about \$225,000 for Southern Alameda County as a whole. And the city has a high percentage of rental units—almost 45% of our housing stock. Not only does this provide a wide scope of housing choices for Hayward's population, it remains a real plus in attracting major employers.
- **Two highly-regarded institutions of higher education**, Cal State at Hayward and Chabot College.
- **Access** to most of the job, educational, cultural, and recreational opportunities throughout the region.
- **Local amenities** including a large and accessible regional park, shoreline walks, a protected wetlands area, an exceptional Japanese garden, and stunning Bay vistas.

INTANGIBLE ASSETS It's impossible to pinpoint the value of something as abstract as community spirit, but for those who live here, Hayward's hometown, melting-pot atmosphere is a big part of its appeal. This city has always been a stronghold of the kind of human values usually associated with small-town life.

- Historically, we have had open arms for those from other lands and cultures, and a strong tradition of responding to unfilled needs for human services. To a much greater degree than is usual for city governments, Hayward has channeled discretionary funds to support community organizations and city programs targeting special needs. That's one reason why this city has been nicknamed "the heart of the Bay." It's a city that cares.

To decide where Hayward should be going, we need to peg our starting point—the advantages and the adversities we can see right now. **THE GOOD NEWS**

Thanks to our location, our mix of people, and some



"Hayward's image is quite different from the reality, and the reality now is much different than it used to be. You could say the city's going through an identity crisis, but I'd rather think of it as a chance to reshape our image for the better."

Tim Abel
Attorney, Abel & Abel
President
Downtown Association

THE CHALLENGES

Much as Hayward's advantages will help us move with the forces of change, no community today can afford to be complacent. We face many problems and issues, the most critical of which are highlighted in the pages that follow. In large part, these local concerns are the result of large-scale trends occurring on the regional, and even state and national levels. **DECLINING RESOURCES** All California communities have been affected by cutbacks in state and federal funding, and by Proposition 13 limits on local revenue; Hayward is no exception. Taking inflation and a growing population into account, Hayward today has a lower level of funding per resident than it did in 1977. ● At the same time, the needs are increasing. Because much of Hayward was built in the '50s and '60s, the demands for replacement and rehabilitation of housing and other facilities are all cropping up now. The city also has a relatively large elderly and low-income population, which boosts the need for social services. ● As a result, funding shortfalls are affecting the city in all areas of operation—from long-range planning to street maintenance to human services. **INCREASING DIVERSITY** To an even greater extent than the Bay Area and California as a whole, Hayward has become more ethnically and culturally diverse in recent years. This mix of cultures gives the city much of its vitality, but has also meant new demands for the city. For example, the Hayward Unified School District now struggles to serve students in 37 different language groups, and city departments must make special efforts to ensure that services are accessible to a wide range of non-English-speaking groups. **ECONOMIC UNCERTAINTIES** Hayward's economic future will be shaped both by how the city stacks up against other potential job locations, and what happens to the Bay Area economy as a whole. The region's economy is being buffeted by many forces—from international competition to high housing costs to concern with the prospect of another major earthquake. ● Hayward faces all these issues, and one more: As one of the Bay Area's older industrial centers, how well are we positioned to attract the industries and jobs of the future? **THE NEED FOR REGIONAL LEADERSHIP** Like the Bay Area as a whole, Hayward is feeling the pressures of growth and development. The desires for new jobs, expanded city resources, and more housing can conflict with goals to reduce traffic congestion and preserve open space and wetlands areas. ● These problems stem not just from the growth in Hayward and surrounding communities, but from patterns of growth regionwide. The daily traffic hassles on Foothill and Jackson are a byproduct of many decisions made over a period of many years by many Bay Area communities, not to mention regional agencies, the state, and Congress. ● Every community can contribute to solutions, such as encouraging use of public transit and carpools, and locating housing close to jobs. But no community can hope to solve traffic and growth problems on its own—a fact that makes regional-level leadership and cooperation more important than ever.

VITAL STATISTICS	HAYWARD	ALAMEDA COUNTY
Population (1988)	103,396	1,214,592
Employment (1985)	51,941	546,200
Median household income (1988)	\$33,700	\$33,000*
Average home price (1989)	\$173,941	\$224,507*
Median age (1980)	29.6	28.8

*Southern Alameda County

MAJOR EMPLOYERS: (500 or more employees)

Mervyn's	St. Rose Hospital
Hayward Unified School District	City of Hayward
Kaiser Permanente Medical Center	Sears Corp.
California State University	Friden Alcatel, Inc.
Chabot College	Perkin Elmer, Inc.
Pacific Bell	

MAJOR ETHNIC GROUPS

White	65%
Hispanic	20%
Black	5%
Philippino	3%
Chinese	2%
Japanese	1%

1956 VISION FOR HAYWARD: A FUTURE THAT CAME TO PASS

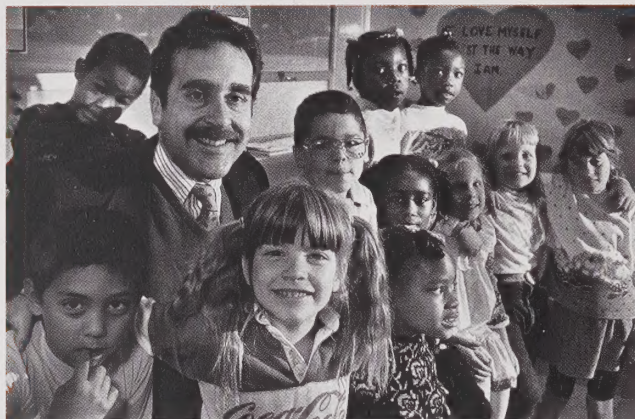
The activities of the past years, and the future years, are influenced by the basic decision to develop a *balanced community*.

Hayward does not intend to become a dormitory or satellite of metropolitan giants . . . Nor will Hayward be strictly an industrial city or commercial center whose workers and customers live in other communities and which, therefore, suffers from a lack of civic leaders.

What Hayward does intend. . . is the development of a model city in which industry, commerce, and homes each have their place. . .

THE FUTURE:

ENVISIONING THE COMMUNITY WE WANT



"Despite all the focus on what Hayward needs to do, there is still an underlying spirit of optimism here. After all, recognizing our problems is the first step in solving them."

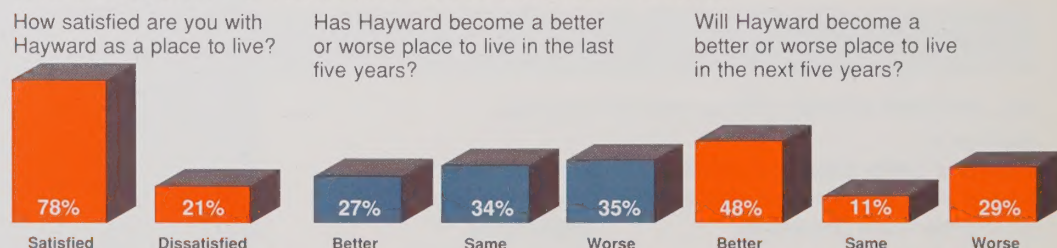
Marcos Guerrero
Principal Glassbrook
Elementary School

Just as the community leaders in the '50s planned with their ambitions for Hayward in mind, Hayward's plan for the '90s and beyond will be guided by our vision of the city's future. Giving shape to a shared community vision has been an essential part of the whole strategic planning process—in fact, it lays the groundwork for all other decisions.

THE GOAL: QUALITY OF LIFE After much discussion of their hopes for Hayward, Community Roundtable participants and the City Council have agreed that the fundamental goal of a Strategic Plan should be to provide a high quality of life for all Hayward citizens. A high quality of life means that:

- Hayward will be a "full-service" community. It will be economically, socially, and environmentally balanced. And it will be rich in ethnic and cultural diversity.
- Hayward will combine the best from the past—its "sense of community belonging"—with an ability to meet the challenges of the future.
- Hayward will be the kind of place people want to live in, work in, and visit—a destination, rather than a passing-through point. It will be a community that is diverse, accessible, enjoyable, visually appealing, and stimulating.
- A high quality of life will be a constant goal for every endeavor that affects the city's future.
- By reaching agreement on what we hope our community will be—the crucial vision that will guide the strategic planning effort—the people of Hayward have taken the first step toward making that vision real.

THE COMMUNITY'S VIEW: HAYWARD ON THE UPSWING



Source: Field Research Corporation survey, August, 1989, conducted for Hayward Chamber of Commerce

THE ISSUES:

WHERE DO WE GO FROM HERE?

issues may be considered in the course of the planning process; the City Council has already asked City staff to add a component on the environment. **A POINT OF DEPARTURE** What follows is a brief summation of the discussion and thinking on each of these issues to date: the current situation in Hayward, the goals to be pursued, the potential for improvements. This is presented not as a definitive statement on the issues, but a starting point for problem-solving efforts in the months ahead. ● Some important issues have consciously been omitted. ● Seismic safety and disaster preparedness—now a bigger concern than ever—is the focus of a separate State-mandated planning effort that has been underway since early 1989. Resources for this program are being expanded, as a result of the new concerns and issues raised by the October 17th earthquake. ● Education is also being addressed in a separate effort. A newly-formed community alliance involving business and a number of public agencies and community groups is already at work framing a plan to improve education in Hayward. ● Social-service issues, such as homelessness and drug-user rehabilitation, traditionally fall outside the scope of City government planning and action. But in keeping with Hayward's past commitments to improve human services, the City will continue to fund and help coordinate many social-service groups. **MULTIPLE PERSPECTIVES** It is important to note that while the discussion is framed in terms of what the City and community of Hayward can do, none of these issues is strictly local. Some are regional



issues, some are statewide, and some are national in scope. Even such a seemingly hometown matter as revitalizing Hayward's Downtown area is affected by conditions in surrounding communities. ● Which components of these issues are local, and which are areawide or even larger in scope? What can Hayward do to solve local problems? And what should it do to contribute to solutions on the larger level? To a large extent, these questions sum up the Strategic Plan process.

While the issues facing Hayward are far more numerous than those covered in the next few pages, Hayward's Strategic

Plan centers on nine issues that are critical to our future—and can be meaningfully addressed by the City. Many have overlapping elements, and nearly all are linked in one way or another. ● Other

BUILDING IN THE COMMUNITY'S PERSPECTIVES

From the very start, Hayward's strategic planning process has been shaped by community input. In fact, it was a group of 139 community representatives who defined the issues to be targeted by the plan.

In 18 "Community Roundtables" held in mid-1989, these 139 people — some of whom are pictured here — added new dimension and new energy to discussions of Hayward's future. As a group, they are not a scientific sample of the city. But they do reflect the diversity of Hayward as a whole. Their comments are highlighted throughout these pages.

TRAFFIC: HOW CAN WE AVOID GRIDLOCK?

"This city is a natural intersection. We need a way to change that. We've got to manage traffic so we don't lose the feeling of 'home'. Our streets should be part of the city, instead of just running through them."

"If we want to make some improvements in the quality of life, we'll have to make tradeoffs. As they say, there's no free lunch."

"I resent having to tear down Hayward homes so someone in San Mateo can get to Dublin."

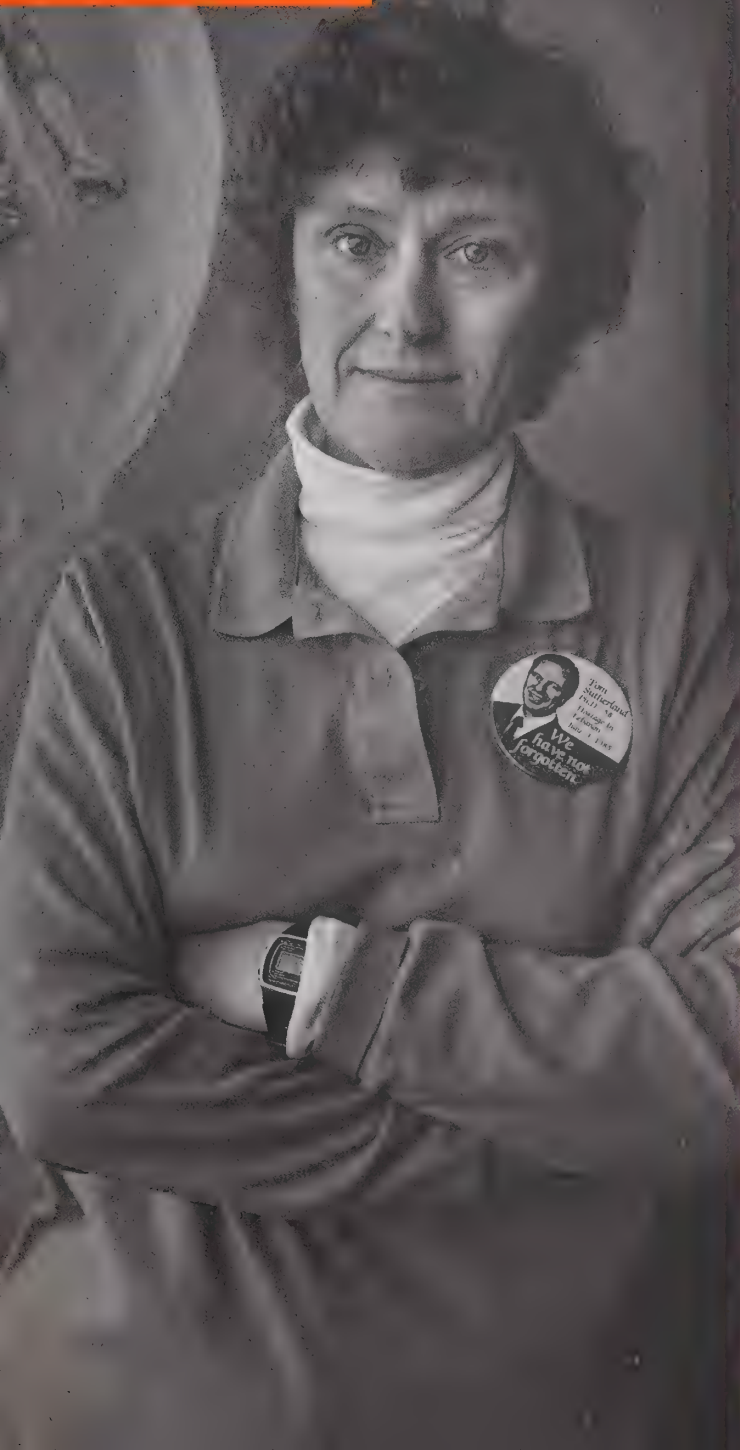
"People who live and work in the area are a big part of the problem too. They won't get out of their cars and use public transit."

If there is one issue that looms largest in the minds of Hayward residents, it's transportation. That was one point on which most participants in the city's 18 Community Roundtables emphatically agreed. ● Their response mirrors the feelings of the community at large, based on results of a recent survey conducted by Field Research Corporation for the Hayward Chamber of Commerce. When Hayward residents were asked to name and rank the city's most important problem in a recent survey, "traffic" headed the list—and that survey was conducted *before* the earthquake. But it would be surprising if the conclusion were any different. **ALL ROADS LEAD HERE**

This city is a natural transportation hub—a fact that has had a lot to do with our good fortune, but now seems more responsible for our headaches. Not only does Hayward sit at the junction of four major freeway routes, it is located between major employment and residential centers. That means many people who neither live nor work in Hayward drive through the city on their way to someplace else. ● So local traffic competes with cross-town and through travelers for space on a few key routes. And when main thoroughfares get too clogged, cars shunt off onto neighborhood streets. All told, about 80,000 cars stream through Hayward every day of the week. **THE BIGGER PICTURE** Being centrally located isn't a bad thing in and of itself. The problems come when the links in the transportation system don't work well together—or don't connect at all. Hayward has some classic examples: a major state highway running right through the Downtown area; an intersection where 16 lanes of traffic converge; industrial traffic moving through residential and commercial areas. To add to the traffic mess, some of the city's major activity centers have no ready freeway or public transit access at all. ● To a large extent, Hayward's traffic woes are the result of regional and statewide problems—changing growth patterns that lead to longer trips between home and work, changing lifestyles that translate into more automobile use, a changing political climate that means fewer resources to solve the problem. ● Many of the potential solutions, too, are regional in scope. But the city does have the potential substantially to improve the movement of traffic within Hayward, while also contributing to larger-scale remedies. **NO EASY ANSWERS** While no one approach will make a dent in current traffic levels, a combination of strategies could have a significant effect. Major highway and road improvements, better signalization, incentives for off-peak-hour travel, and measures encouraging transit use are all directions that should be considered and pursued. ● Tackling the problem will mean facing some difficult questions: Which improvements will make the most difference, and which can we afford? How will we decide on tradeoffs between open space and more smoothly flowing traffic? How much more are we willing to pay, and where else will the money come from? ● One thing is clear: Transportation is an issue linked to many others—from the vitality of our Downtown to the quality of life in our neighborhoods to our ability to retain and attract jobs over the next decades. How well Hayward copes with its traffic problems may be the single most critical factor in the city's future.

"Hayward can't sit back and wait for someone else to solve the problem. We can't cure it, but maybe we can get started, and provide some of the leadership for better regional planning."

Allison Lewis
Community
Volunteer



HAYWARD'S HOT SPOTS



- 1. I-880/Route 92 junction**
Freeways going north, south, east, and west meet at a single spot
- 2. Foothill/Jackson/Mission intersection**
Three of the city's most heavily traveled arterials meet
- 3. Hesperian Blvd. and Winton Ave.**
Handles much of traffic from western industrial areas
- 4. I-880 and Industrial Parkway**
Main point of access to southern industrial area
- 5. Intersections of minor arterials heavily clogged**

"I'm on the ramp-page over crime in Hayward. For the first time since I've lived here, I feel like I want to move. We have segments of the city that are sick and ailing from drugs and the deterioration of families. This is not just a perception; it is real. If we don't get to these crime pockets, it will drag the whole city down."

"People forget that we're a city of 100,000. You have to expect some bad apples in a barrel that size."

"Police need to train citizens about what we should do—what to expect, what to prepare for, what actions we can take."

"I think that in part, it's an image problem. Some areas of Hayward look rough, but those are the perceptions of outsiders."

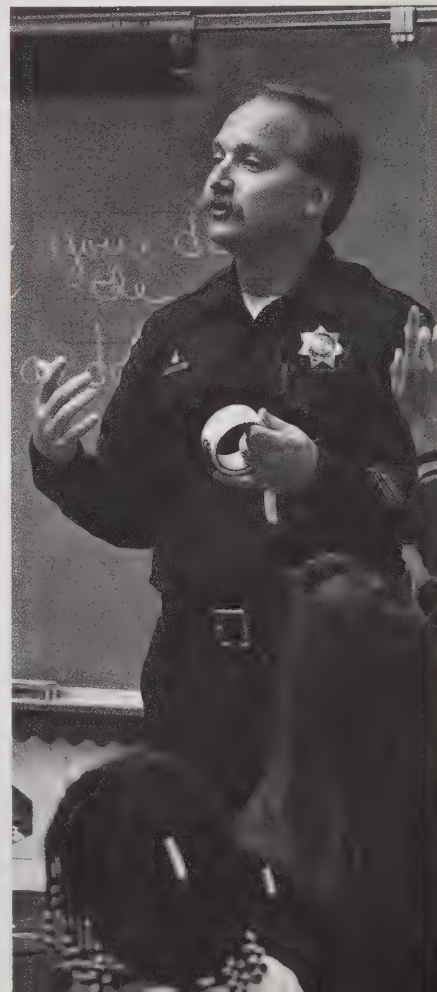
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s opinions voiced during the Community Roundtable discussions show, Hayward residents have widely varying perspectives on crime in this community (see sidebar). ● To some, Hayward still seems like a comfortable suburb; though they see some rough-looking areas and a visible contingent of street people, they don't feel personally threatened. And while acknowledging that Hayward does have crime problems, they think the image may be worse than the reality. ● To others, the specter of crime—especially drug- and gang-oriented violence—is an ever-present and growing menace. The elderly and families in higher-crime areas are particularly sensitive to these problems.

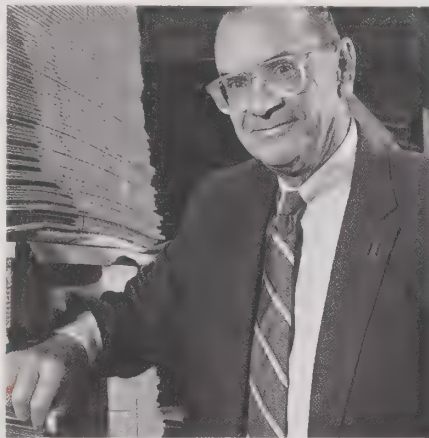
TOWARD A CONSENSUS Results of the recent Hayward Chamber of Commerce survey help sum up community perceptions: though most residents believe crime is somewhat less serious in their areas than in other East Bay communities, they still believe it is a high-priority issue. In fact, along with traffic and drugs, crime is one of the three issues Hayward residents most frequently mention first when asked to name the city's most important problems. ● The statistics confirm that Hayward's crime profile is about the same as that in

other urban communities. In fact, compared to major Bay Area cities, Hayward's crime levels are on the low end of the scale. ● But it can't be denied that with Hayward's shift from a small town to a city have come the kind of crime problems associated with metropolitan areas. Clearly, Hayward can't afford to be complacent about the prevention of crime. **WHAT SHOULD BE DONE?** Discussions so far point in a clear direction: the police, other City departments, and the community must cooperate in heading off crime. That means not only more police resources, but more interaction between police and citizens, more Neighborhood Watch programs, and better training so police can better handle difficult and unfamiliar situations. ● Last, but not least, Hayward needs more programs reaching out to youth. Though it's a long-term approach, giving kids better job skills, early education on drug abuse, and more positive ways to channel energy may be the best ways to prevent crime in our community.



ECONOMY: WHAT MUST HAYWARD DO TO REMAIN COMPETITIVE?

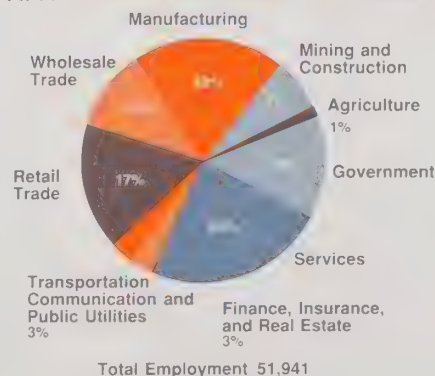
There is plenty of good news when it comes to Hayward's economy. For a city that might have died on the vine when the canneries shut down, Hayward has done remarkably well. Today it enjoys a healthy rate of economic growth and an impressive mix of activities—from retailing, distribution, and manufacturing to service industries and corporate headquarters. Major employers still leave from time to time, but so far, new ones have always come to take their place. **LOOKING AHEAD** The question is what will happen to the city's economy in the future. Economic conditions are shifting on a global scale, and Hayward's fortunes too may be vulnerable to change. For example: □ The Bay Area industrial-space market is considerably overbuilt, and new demand for space in Hayward is slackening as a result. At the same time, the city has few remaining sites suitable for large office or commercial complexes. □ The regional economy is increasingly tilting toward high-tech and office-based activities, and as one of the region's older, more industrially-based employment centers, Hayward may not be in the best position to compete for these new jobs. □ Traffic congestion on routes serving Hayward's industrial zones is worsening, to the point where it could drive some employers away. □ Hayward's strong concentration of auto dealerships is being eroded by a weakening market and competition from other communities. **A TARGETED APPROACH** Up until now, Hayward has prospered without framing or pursuing any real economic development strategy. But it may not be able to afford that luxury in the future. ● On the plus side, the city retains virtually all the advantages that brought its current prosperity: a great location, affordable housing stock, accessible workforce, attractive industrial areas, and the presence of two respected educational institutions, Cal State and Chabot College. ● According to results of a public opinion survey recently conducted in Hayward by Field Research Corporation, nearly three-fourths of the city's residents believe that commercial growth should be encouraged here. ● The question then is two-fold: Considering the rapid and potentially sweeping changes in the economic climate, exactly what direction do we want Hayward's economy to go in the future? And how can we best capitalize on our assets to get there?



"Right now, our economy is well balanced. We need to make sure that it stays that way. We have to be attuned to the trends in business, and be flexible enough to respond."

John Hunter
President
Industrial Boxboard

HAYWARD'S DIVERSE ECONOMY



"This issue cuts across all the others. Without the revenue that comes from a healthy economy, we won't be able to do any of the things we're talking about."

"Hayward's economy is doing OK, but it's growing slowly. Other communities have moved forward more rapidly in recent years. My sense is that we are awfully vulnerable to competition."

"Hayward has gotten the industries it has without ever saying what it wanted. Now other communities are getting organized to pursue new jobs. We need to define what we want and go after it."

"Once we know what we're going after, marketing Hayward is the key. We should capitalize on our special strengths."

"We have to be realistic. Nordstrom just isn't going to come to Downtown Hayward, and we can't compete with the malls. What we can do is to carve out our own niche, and capitalize on it."

"If Downtown were a center for the arts and cultural activities, people would congregate there, and other kinds of activities would work. We need to be creative about what can be done."

"Downtown Hayward is nothing but an intersection. If we don't divert some of the through traffic, nothing is ever going to happen down there."

"If there's nothing to do Downtown, it doesn't matter how nice it looks."

"There's a lot going on around the Downtown that people aren't aware of. We could do a lot more to publicize what we have."

DOWNTOWN: HOW CAN WE BRING NEW LIFE TO THE CORE?

N

ot so many years ago, Hayward's Downtown was *the* place to shop in Southern Alameda County—a compact and bustling center where you could get just about anything you needed.

● Today, Downtown Hayward is still a busy place, but hardly the city's center of gravity. **THE PROBLEMS** Now Southland Mall is the place area residents go to shop and watch the world go by. Many Downtown storefronts look a little dated, and some are downright shabby. And though thousands of people pass through Downtown each day, most of them are enroute to someplace else. Only a fraction are on their way to shop, eat, or do business Downtown, and some of them will be so frustrated by the traffic,

parking hassles, and panhandlers that they too will end up going elsewhere. ● The survey recently conducted for the Hayward Chamber of Commerce reveals that only one in five Hayward residents regularly shops Downtown. It also shows that traffic problems and a lack of entertainment are two of the primary reasons why people don't come Downtown more. ● That's not to say Hayward's Downtown doesn't have things

going for it. It has some interesting restaurants and unusual shops. Its tree-lined streets and antique stores are a draw for window shoppers. With its old Art Deco-era City Hall, stately Library Square, and quaint storefronts, Downtown has a nostalgic kind of charm all its own.

● What seems to be lacking is the spark, the hum of activity that is common to all great cities. A vital city center is one that's alive with people, both in the daytime and after dark. It has places to work, places to live, places to shop, and places to recreate.

NEAR-TERM OPPORTUNITIES



It embodies the spirit of the city. **THE PROMISE** Right now, Hayward's Downtown simply doesn't have the level and variety of activity to qualify as the heart of the city. But with some capital and some creativity, it could. ● The issue is partly economic; a revitalized Downtown would mean new jobs, and a needed boost for the city's tax base and revenues. But it has even more to do with community pride and community image. A thriving, bustling Downtown would give Hayward residents a common home base—a place to mingle, to enjoy, and to identify with. And it would give outsiders a new sense of Hayward as a diverse and vibrant community. ● The potential is there, and Downtown does have some assets besides atmosphere. One is a good-sized employment base with the potential for further growth; Mervyn's alone employs 1,100 people at its corporate headquarters on Foothill Blvd. Easy BART access is a plus, as is the availability of sites for residential, office, and commercial projects. **OVERCOMING THE OBSTACLES** The toughest job will be to generate the momentum needed to start the process—to reach the point of "critical mass" at which new activity begins, on its own,

to attract more investment and more activity. Some strategies to help get the ball rolling could include:

- ┐ Working in partnership with the private sector to leverage city resources.
- ┐ Encouraging new housing to provide the resident population retailers and services need to survive.
- ┐ Promoting cultural activities that would draw people from the entire Hayward area.
- ┐ Working to bring more employment Downtown.
- ┐ Targeting specialty retailers that would offer goods and services not generally available in shopping malls.

● A Downtown Redevelopment Project has already been established to fund and initiate such efforts, and it has had strong community support. Still, much more needs to be done. If Downtown is to realize its full potential, some formidable obstacles must be overcome. The area's traffic problems must be eased. More funding must be found, and land values must rise high enough to support the kinds of activities (and projects with the kind of earthquake safety features) the city wants.

● But with a realistic plan and some perseverance, Downtown could become the kind of place Hayward residents are proud to claim as their own.

"Downtown is a beautiful place, but something is missing. There is no sense of energy. Downtown should be the soul of the city."

Hector Mendez
Executive Director
La Familia
Counseling Service



COMMUNITY DESIGN: HOW CAN WE UPGRADE OUR IMAGE?

T

“We’re stuck with the buildings we have, but there’s no reason to tolerate low maintenance. The message should be clear: if you don’t want to wash your face, don’t live here.”

“The industrial areas of Hayward look great—better than a lot of the residential areas.”

“How a community looks makes a big difference. If it looks beautiful and safe, people will tend to act accordingly.”

“The condition of our public facilities sets the tone for the whole community. We need to take care of things like the weeds around our schools—I’m talking about the details that sour a first impression, not major improvements.”

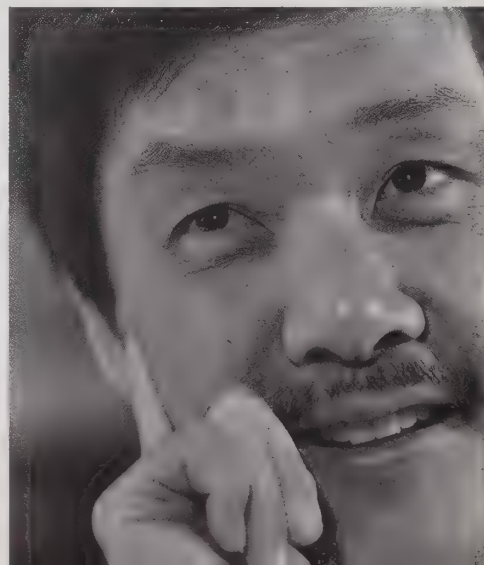
“Improving the looks of things along the main boulevards should be a priority. If we don’t do a better job along the main drags, whatever else we do won’t make much of an impression.”

he way you look can affect the way you feel, and consequently, even the general state of your health. If that’s true for individuals, it certainly applies to communities. ● While Hayward has some attractive areas that would stand up well in comparison to any community in the Bay Area, some parts of the city are visually unappealing, or worse. A quick tour of Hayward will turn up any number of eyesores that mar the appearance of the city as a whole. ● For outsiders and city residents alike, this visual blight leaves the impression that Hayward is a second-class community that simply doesn’t care. It is both a blot on the city’s image, and a drain on its self-esteem. **THE DOWNSIDE OF RAPID GROWTH**

Some of these problems have been inherited, as the product of planning and design mistakes made in the past. Much of Hayward was built in the ‘50s and ‘60s, at a time when the city still had the planning resources of a small town. And it was built so quickly that even a bigger, more experienced staff might have been overwhelmed. ● The legacy of this era is all too visible in parts of the city afflicted by inferior architecture, poor-quality construction, and a hodge-podge of conflicting land uses. ● The appearance of the city’s main thoroughfares—the face most frequently turned to inhabitants and visitors—is one of the biggest problems. Along many stretches of Mission, Jackson, or Foothill, the only “view” is of asphalt, concrete, and a maze of overhead wires, punctuated at intervals by glaring plastic signs. ● But much of the unsightliness encountered in Hayward is of more recent genesis, caused mainly by poor upkeep of public facilities and private properties alike. **A CLEAN SWEEP** The design mistakes of the past cannot be undone overnight; they will be effaced only with time and re-investment. It is not too late, however, to improve the look of what is built from now on. Development now is subject to much tougher scrutiny than it was in the past, and new mechanisms, such as design review procedures, could be considered to raise standards even higher. ● And it is certainly not too late to step up the City’s maintenance, repair, and beautification programs, or its efforts to encourage better upkeep by private property-owners. ● The City has already expanded such “housekeeping” functions as streetsweeping and sandblasting of graffiti, but much more could be done.

“The city can’t solve all the problems, but it can use its leverage. It should give businesses and property owners some incentives to upgrade and maintain their properties.”

Kerwin Quon
Community Activist





A program of resurfacing streets and planting median strips would make driving a more pleasant experience. Freshly painted and landscaped schools would mean a new sense of pride in city neighborhoods. And channelling utilities underground would tell all that Hayward is a thriving, up-to-date community. **WEIGHING THE PAYOFFS** It's not hard to see how Hayward could become a more beautiful place. The question is how to



pay for beautification and maintenance programs when there are so many other pressing needs. ● Devoting resources to improve the look of Hayward could certainly be justified by the tangible and intangible rewards the city would reap: more community pride, improved property values, and heightened attractiveness to retailers and employers. ● Should the citizens and the City of Hayward make the effort? Ultimately it is a matter of priorities—and one of the issues the city's strategic planning process must decide.

INFRASTRUCTURE: HOW CAN WE MAINTAIN AND IMPROVE IT?

“We have to make sure everyone in Hayward understands the needs. Infrastructure is a lot more than just a new coat of paint.”

“We had Prop 13 for eleven years now, and all this time the public has been spared the cost of replacing worn-out facilities. But now it’s all coming home to roost, and we have to face the fact that developers can’t do it all.”

“The funding always drives the projects. What you do is what you have the money to do.”

“I don’t think most people understand the problem. These are complex issues, and they aren’t always very visible. The city needs to target the biggest items of need, develop a clear list of priorities, and sell it.”

“You’ve got to run a city on what the city needs, not what it wants. You can’t play hide-and-seek with things that need to be done.”



One of the most important issues facing Hayward is also one of the least glamorous. It has to do with the condition of the city’s “infrastructure”, a term that covers all the “hard” physical facilities that make up the skeleton and essential lifelines of the city—its streets and roads, water system, sewers, parks, and public buildings and equipment. The term can also encompass a community’s housing stock. **VISIBLE NEEDS** Deteriorating infrastructure—and the lack of money to maintain, fix, and replace it—is a problem for many communities all across the nation. It is a big problem for Hayward.

● In some ways, Hayward is better off than many other communities, in that its water and sewer systems are in reasonable shape. ●

But infrastructure problems remain, some of them highly visible: crumbling roadways, inadequate traffic controls, weed-choked schoolyards, barren median strips, to name just a few. The lack of enough funding to solve all these problems not only detracts from the look of the city, but undercuts the functioning of city services. ● The needs are also escalating, because so much of Hayward was built around the same time. The city is like a house with major appliances that are all of the same vintage: everything begins to break down at once. **A MATTER OF MONEY** Currently, the City is struggling to support capital improvement projects identified five years ago. The most recent City budget shows more than \$88.5 million in unfunded infrastructure needs. ● But this doesn’t even begin to deal with projects needed to meet the community’s long-range goals, such as major transportation improvements or open-space acquisitions. ● Additional funding for infrastructure would be a direct investment in the city’s quality of life, and in its future. How the money will be raised—and what the priorities should be for spending it—are questions yet to be answered.



“I’m not going to worry about painting the walls of my house if the foundation is falling in. If Hayward has deteriorating infrastructure, let’s do something about it.”

Paloma Baquerizo-Friedman
Immigration Counselor
International Institute

HOUSING: HOW CAN OPPORTUNITIES BE INCREASED?

W

hen it comes to housing, Hayward is again better off than most Bay Area communities. Averaging in the mid-\$600 range, rents here are among the most reasonable in the region, and single-family homes are relatively affordable. Yet the city still faces some specific and pressing housing needs. **THE PROBLEM OF SUPPLY** A fundamental problem with Hayward's housing is that there isn't enough of it. The vacancy rate for single-family homes is less than 1%, indicating an extremely tight market. And it is likely to get tighter. While population forecasts point to a need for nearly 1,200 new housing units in Hayward annually,

during the 1980s fewer than 700 new units were built per year. Rental units are particularly needed, since 45% of Hayward residents are renters, and their ranks are growing.

● Much of the city's housing is old, and could become uninhabitable if not rehabilitated. More than half the housing units in Hayward were built more than 30 years ago.

BROADENING THE RANGE While Hayward is a best bet for moderately-priced homes and apartments, the city has too few units affordable to the lowest-paid service workers, and at the same time, too few luxury homes. Without enough upscale housing to attract affluent households, Hayward's ability to attract employers, retailers, and jobs is in jeopardy.

● And though Hayward is known as one of the best places to buy a home in the Bay Area, "affordable" is a relative term. The average sales price for a single-family home here is still close to the \$175,000 mark, and a family would need at least a \$51,000 annual income (and a \$35,000 down payment) to buy it.

BUILDING ON THE PAST Hayward has a track record of leadership in meeting housing problems head-on. The city helped pioneer innovative "sweat equity" and mortgage credit certificate programs. It has also channeled funds to affordable housing programs, and initiated programs to require better maintenance of rental properties. ● But some other issues must be hammered out before the city can move ahead on a comprehensive set of solutions. Proposals to encourage more housing have sparked debates over hillside development, open space, the development of vacant lots, and the density of new housing projects. ● The task now is to craft an overall housing strategy that comes to grips with these issues, and helps to provide a broader range of housing opportunities for the people of Hayward.



"Hayward has a reputation as a good place to buy a house. We need to preserve this advantage."

Lore Warren
President
Southgate Homeowners Association

"Hayward was a pioneer in sweat equity projects, and that's one good way to encourage ownership. There is no substitute for home ownership, in terms of creating pride and involvement in the community."

"Rental housing is still an important component of the solution. Our economy is heavily oriented toward service jobs, and many of those are not high-paying jobs. Many people have no choice but to rent."

"Our biggest needs are at the extreme ends of the scale—we need more housing for very-low-income households, and we need more upscale housing to keep our diversity and attract new employers."

"We should be gearing our efforts toward improving the quality of life...not just providing more housing."

ETHNIC DIVERSITY: HOW CAN WE PURSUE THE OPPORTUNITIES?

"Hayward is in the forefront of what California is going to be like, and what the nation will be like. We should stress that this is something positive."

"Minorities aren't represented among the leadership of this community. We need to develop that leadership, so we can bring out the best in all of the people who live here."

"We [immigrants] are assets, but we're looked upon as liabilities."

"Hayward's diversity presents a challenge, but it shouldn't be seen as a problem. The question is how we can turn it into an asset and an opportunity."

"I feel the differences are not so much racial and cultural as they are economic. There's an undercurrent of tension that comes from the rich getting richer and the poor getting poorer."

H

ayward has always been a city of immigrants. But in the last few years, the community's cultural profile has become more diverse than ever. Pick any two Hayward residents at random, and the chances are 80% that they will have different ethnic or racial backgrounds. **BRIDGING THE GAPS** This diversity presents a variety of challenges to the community. Language and cultural barriers can complicate the delivery of services—by city government, by community groups, and by businesses—to those who need them. The Hayward school system, for example, serves children speaking 37 different languages. Whole segments of the community may be unrepresented in decision-making. And on a

person-to-person level, cultural diversity can mean a lack of familiarity or even a vague sense of fear among neighbors. **A NEW SENSE OF PLACE** To an even greater degree, Hayward's diversity offers opportunities. It enriches day-to-day life in countless ways that are all too often taken for granted. The city is enlivened by a vivid mosaic of cultures that can be glimpsed in the bold graphics in Portuguese Park, in the pleasures of the *taquerias*, and in the snatches of Farsi overheard on a streetcorner. ● But immigrants have brought Hayward more than the chance to savor other customs. It is the people themselves—their perspectives, their skills, and their spirit—that have given Hayward new energy, and the basis for a new, more positive image. Hayward today is hardly the bland, homogeneous suburb some outsiders have thought it to be. **THE**

FIRST STEP Meeting the challenges and fulfilling the opportunities of Hayward's



diversity will be a long-term proposition. One way the City can start the ball rolling is to initiate a program of systematic outreach by the city's leadership, all City departments, and other public agencies. This would be a way to forge stronger links with each ethnic community, to foster leadership in communities that are unorganized, and to achieve a fuller understanding of each community's distinct needs. Community groups must also play an important role. ● But ultimately, making the most of Hayward's rich mix of heritages is something for all citizens to pursue. After all, neighbors joining to recognize and advance their common interests is what a community is all about.

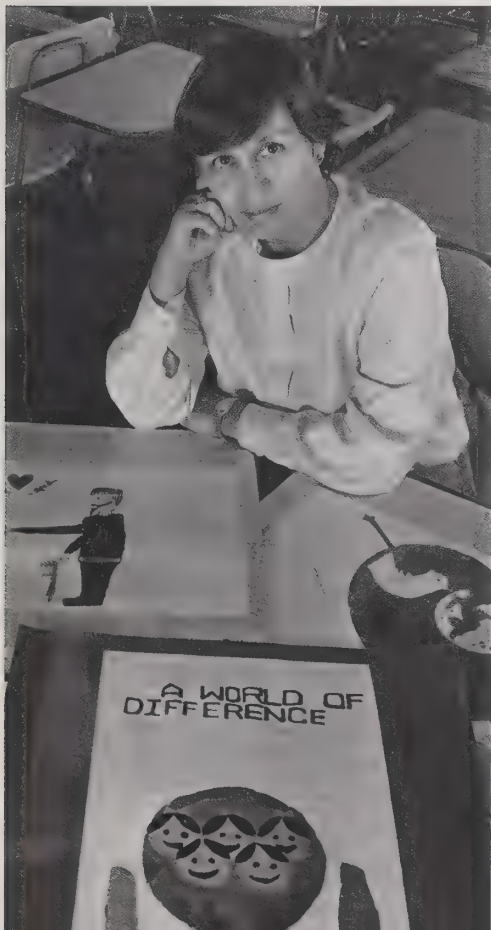
INTERAGENCY COOPERATION: HOW CAN WE MAXIMIZE IT?

If you had a great idea for a way to enlist college students and adult volunteers in running an innovative after-school program for high-schoolers, who would you contact to talk about it? A City department? The Hayward Unified School District? The Hayward Area Recreation District? Chabot College? Or maybe Cal State's Hayward campus? **OVERLOOKED OPPORTUNITIES** Each of these entities plays an important role in providing educational, cultural, recreational, and social services in Hayward. Together, they bear much of the responsibility for preparing the city's residents—especially young people—to compete in the job market and to participate in community life. Yet they don't work together nearly as much as they could. ● Each agency has its own goals, its own budget, and its

own agenda, all framed without regard for what the others might be doing. Sometimes agencies aren't even aware of what their counterparts are doing. The results: missed opportunity, a lack of focus in Hayward's educational and cultural life, and inefficient use of limited, taxpayer-provided resources. **ANOTHER SCENARIO** "More coordination among agencies" may sound like a bureaucratic approach to enriching Hayward's climate for recreation and learning. But it could yield some exciting outcomes,

"The more the agencies in Hayward work together, the better the chance that we can make a real difference in day-to-day life here."

Zaida McCall
Director/Principal
English Language Center Program
Hayward Unified School District



for example: □ The pooling of ideas and resources, to enable more creative, more ambitious programs than any one agency could undertake on its own. □ The ability to set a community-wide agenda for education, culture, and recreation, with resources focused on the efforts citizens want and need most. □ Initiatives creating stronger links between Chabot College, Cal State at Hayward, and the community—new jointly sponsored programs, for example, open to students and to all Hayward residents. □ New channels for cooperation among public agencies and community groups. ● A stronger presence in education, culture, and the arts would do a great deal to strengthen Hayward's image as an interesting and desirable place to live. More coordination among public agencies is an achievable, inexpensive means to that end.

"Cooperation among these agencies is way overdue; polite isolation has been the rule for too long. The biggest issue is who will take charge."

"The City shouldn't tell other agencies what to do, but it can facilitate cooperation."

"We have a university that could be a major asset to the community. But you wouldn't even know it was there. The City should invest some time and staff work in initiating some joint programs."

"Having elected decision-makers in charge is the key. Otherwise politics overrules what people want."

"Arts and cultural groups are constantly running into scheduling conflicts. We should create a central community calendar to help coordinate programs and events."

NEXT STEPS:

FULFILLING THE VISION

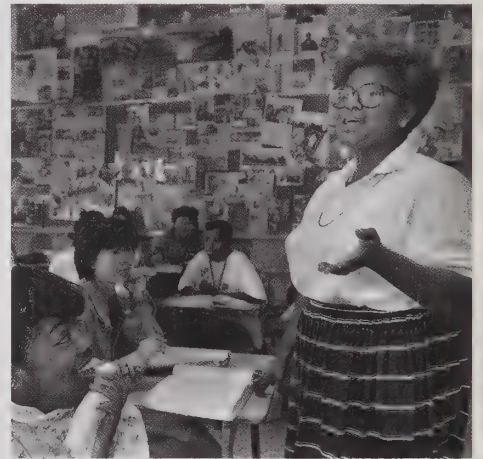
During the coming months, Hayward citizens, the City Council and City staff will come to grips with the big question: Now that we have a handle on Hayward's needs and priorities, exactly what should we do about them? ● Coming up with the answers will be an evolutionary process, involving a good deal of analysis, discussion, and debate. **WHAT HAPPENS NOW** The first task will be to develop a workable structure for decision-making. The process must allow for weighing of all relevant information and viewpoints, but it must also provide a way to make tough choices within a limited time frame. At the first Town Hall meeting on the Strategic Plan, scheduled for November 30, 1989, Hayward citizens will be providing input to help shape a decision-making process. ● Next, City staff will develop action alternatives for each issue, laying out the pros and cons of each option. By early in the new year, the City Council will have refined those possibilities to develop a set of proposed strategies. A good sense of priorities has already been developed, thanks to input from the Community Roundtables held last summer. The greatest effort will be focused on the issues that the community has identified as most important, and those the city has the greatest chance to affect. ● Finally, attention will turn to the complex process of evaluating, discussing, and deciding—to the framing of a realistic, yet far-reaching Strategic Plan

"Coming up with a Plan for the city is important, but what's just as important is the chance for people to get together and talk about their community and take pride in it."

Mark Martinez
Hayward Resident



that will move our community in the directions we want it to go. **PLEASE STAY TUNED...** Everyone in Hayward will be hearing much, much more about the Plan and how it is being developed. We urge you to make the commitment to stay informed and become involved. Only with ongoing, meaningful community input can Hayward develop a Plan that has the substance and the broad-based support to make it work. With your help, we can make the vision real.

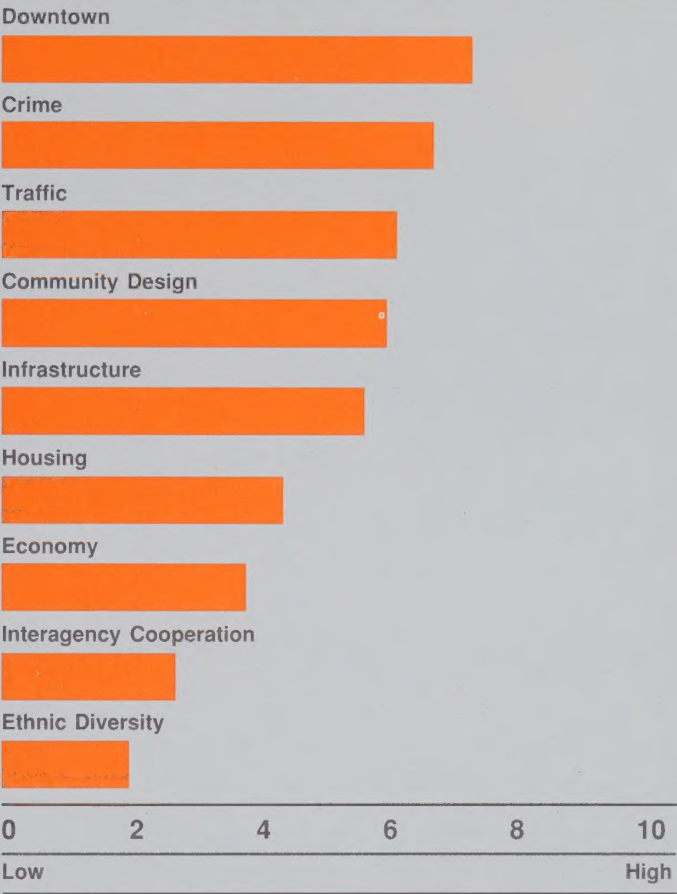


"We've got the chance to create some momentum and some excitement. Hayward is in the position to be an up-and-coming place, and I'm glad I can be a part of it."

Marlene Teel
Past President
Hayward Arts Council



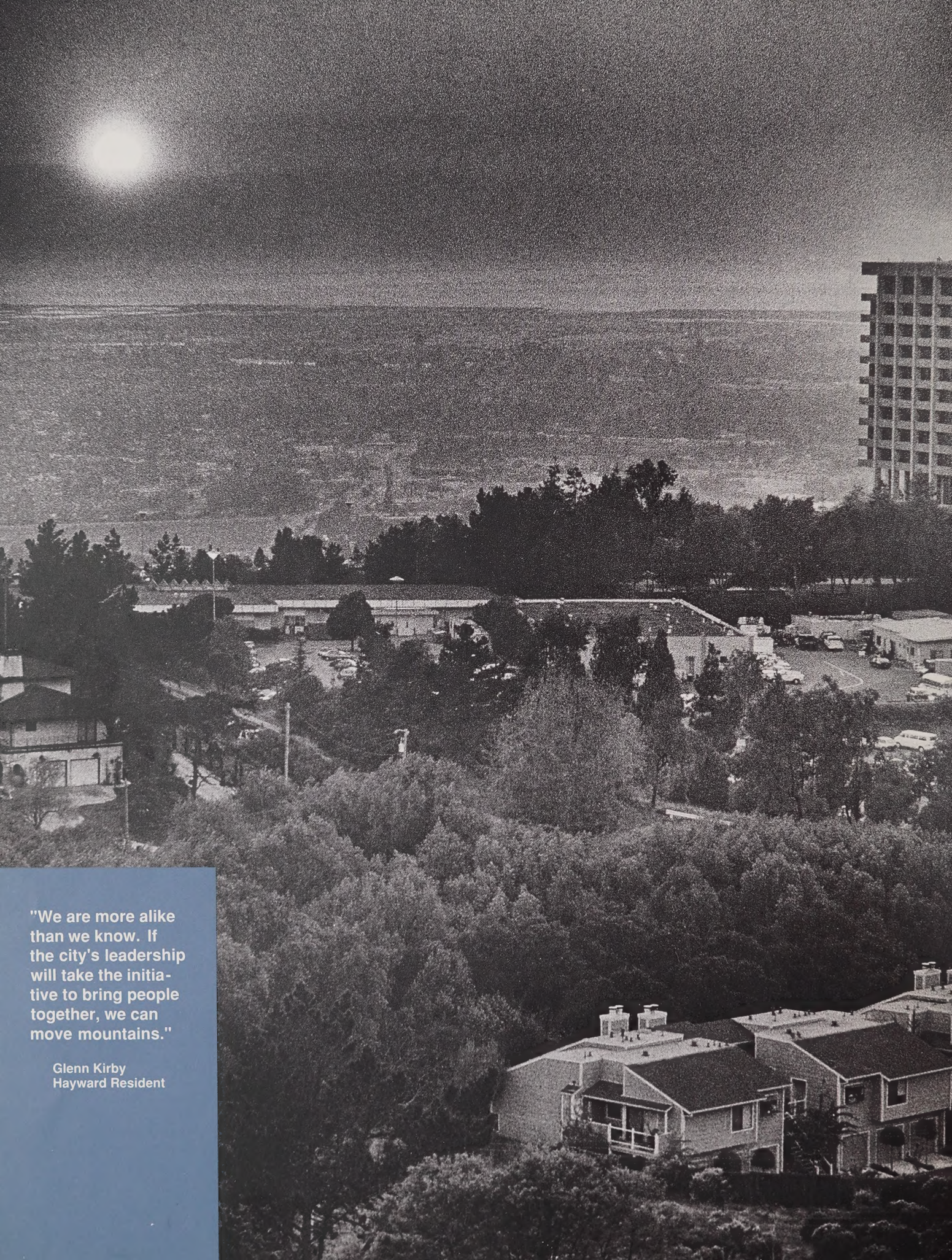
OVERALL ISSUE PRIORITIES



FOR MORE INFORMATION...

To get the latest information on Strategic Plan working documents, meetings, and decision points, please contact:

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22300 Foothill Blvd.
Hayward, CA 94541
(415) 581-2345



"We are more alike
than we know. If
the city's leadership
will take the initia-
tive to bring people
together, we can
move mountains."

Glenn Kirby
Hayward Resident

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